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THE PLANNING AGENCY AS A PART OF THE
LOCAL GOVERNMENTAL ORGANIZATION FOR URBAN RENEWAL

A THESIS

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FOR URBAN RENEWAL

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SUMMARY

Urban renewal activities have wrought many changes in the structure of the city. In order to relate renewal activities to the comprehensive plan for a municipality, the local planning agency must participate in the urban renewal program.

This thesis analyzes the function of the planning agency in the local governmental organization for urban renewal. Federal and state urban renewal laws and the urban renewal programs in several cities were examined to provide data for this study.

The findings of this thesis reveal that:

1. the municipal government, the urban renewal agency, and the planning agency are the principal participants in an urban renewal program;
2. Federal and state legislation grants municipalities much latitude in developing an urban renewal program and encourages planning agencies to participate in renewal activities;
3. either planning or redevelopment may be carried out by an independent agency or a municipal department;
4. renewal coordinators are effective in supervising aggressive and vigorous renewal programs and interagency renewal committees are effective in developing a renewal program that is balanced with other city development activities;
5. the urban renewal program can be coordinated with the city policy by including renewal projects in the comprehensive plan and

by scheduling anticipated renewal expenditures in the long-range capital budget; and

6. the planning agency in some cities prepares the entire urban renewal plan. The planning agency can influence the plan by preparing preliminary renewal plans, by reviewing urban renewal plans, and by reviewing site plans proposed by developers.

The planning agency makes many valuable contributions to an urban renewal program. By making these contributions, the planning agency can guide the urban renewal program and can relate the program to the objectives, plans, and policies of the city as a whole. In developing a local organization for urban renewal, the municipality should consider the character of its local governmental organization, the type of renewal that is necessary, and the pace at which the city wishes to carry it out.

CHAPTER I

INTRODUCTION

It is the purpose of this study to describe and analyze the function of the planning agency within the local governmental organization for urban renewal. Urban renewal projects are one important means for effecting the changes needed to implement the comprehensive plan for a city. Clearance projects, for instance, often enable the city to make corrective changes in land uses and street patterns. Conservation and rehabilitation projects usually involve the planning agency directly in consideration of required zoning changes. The planning agency of a city, therefore, usually participates in urban renewal programs. In order to understand what the planning agency's role should be in urban renewal, it is necessary to examine the urban renewal process and review the contributions being made by planning agencies in several urban renewal programs.

Definitions

Urban renewal, an urban renewal agency, a planning agency, and the local governmental organization for urban renewal are terms that will be used frequently in this paper. Since terms used in discussing urban renewal have varying connotations, it is necessary to define how they are used in the context of this thesis.

Urban renewal refers to the planning and redevelopment of a blighted urban area. Urban renewal projects refer to those undertaken

with Federal loans and grants under Title I of the Housing Act of 1949, as amended, and in accordance with the regulations established by the Urban Renewal Administration of the Housing and Home Finance Agency.

An urban renewal agency is the public organization created or authorized by state enabling legislation to carry out urban renewal in a municipality. A planning agency is a public body or department of local government charged with the responsibility for preparing and recommending to the local governing body comprehensive plans for the development of the city. The local governmental organization for urban renewal is the formal or informal grouping of the planning agency, the urban renewal agency, the local governing body, and other participants in an urban renewal effort.

Method

Title I of the Housing Act of 1949, as amended, and urban renewal enabling acts from each state were reviewed to ascertain the various Federal and state requirements for urban renewal planning and organization.

Specific cities were selected and their urban renewal organizations were examined in detail. After reviewing the type of urban renewal agency and type of planning agency for each major city in standard metropolitan statistical areas of over 100,000 population, 15 cities were selected for detailed study. These cities were chosen for two reasons. First, because they were representative of the basic types of urban renewal organization. Second, because they utilized organizational techniques and operational procedures that best exemplify methods of stimulating participation by the planning agency in urban renewal. The func-

tion of the planning agency in the urban renewal organization of these 15 cities was determined through correspondence with the planning director and urban renewal director in each city. Annual reports, Workable Programs, and other published data on these cities were also reviewed. Table 1 lists the 15 cities selected and shows the type of urban renewal agency, the type of planning agency, and the population of each city.

In addition to examining urban renewal legislation and the urban renewal organization of specific cities, interviews were held with staff members of Region III of the Housing and Home Finance Agency and with private consultants specializing in urban renewal. Literature on the subject was also reviewed.

This thesis discusses three basic factors which determine the type and extent of participation by the planning agency in urban renewal. The legislative requirements that affect the organization and planning for urban renewal will be examined in Chapter II. The various forms of local organizations for urban renewal will then be examined in Chapter III. Operational relationships within the urban renewal organization during the initiation, planning, and execution of a renewal project will be described in Chapter IV.

Table 1. Organizational Characteristics of Renewal Programs in 15 Selected Cities

City	TYPE OF URBAN RENEWAL			TYPE OF PLANNING AGENCY		Population ²
	Urban Renewal Agency	Housing Authority	Municipal Department	Independent Commission	Municipal Department	
Atlanta		X			X	487,455
Baltimore	X			X		939,024
Boston	X ¹			X ¹		697,197
Buffalo			X		X	532,759
Chicago			X	X		3,550,404
Cincinnati			X	X		502,550
Detroit		X	X			1,670,144
Little Rock		X			X	107,813
Louisville	X			X		390,639
Milwaukee			X ¹		X ¹	741,324
Nashville		X		X		170,874
Philadelphia	X		X			2,002,512
Pittsburgh	X				X	604,332

Table 1. Organizational Characteristics of Renewal Programs in 15 Selected Cities
(Continued)

City	TYPE OF URBAN RENEWAL			TYPE OF PLANNING AGENCY		Population ²
	Urban Renewal Agency	Housing Authority	Municipal Department	Independent Commission	Municipal Department	
San Francisco	X			X		740,316
Trenton			X ¹		X ¹	114,167

¹ Planning and redevelopment are combined in a single agency.

² 1960 Population.

CHAPTER II

LEGISLATIVE REQUIREMENTS FOR URBAN RENEWAL

Statutory requirements for federally-assisted urban renewal activities are contained in Title I of the Housing Act of 1949, as amended. The Act authorizes the Housing and Home Finance Agency to loan and grant funds to localities for various urban renewal activities. The Act also stipulates the conditions that municipalities must meet before they can become eligible for Federal urban renewal funds. Requirements for organization and planning are included in these conditions.

While the Housing Act authorizes Federal funds for local urban renewal, each state must grant its municipalities powers to enable them to carry out urban renewal activities. Of the 50 states, only Idaho, Utah, and Wyoming have not granted their municipalities urban renewal powers. In Florida, there is no general enabling legislation for urban renewal, but private acts have been passed granting urban renewal powers to specific cities.¹ General enabling legislation has been enacted in the remaining 46 states, although in some states individual cities are granted unique urban renewal powers by special acts. For example, in New York, where urban renewal powers are granted exclusively to municipalities, special acts have established independent agencies for urban renewal.² Table 2 contains a summary of provisions that pertain to the planning and organization for urban renewal for each state.

Federal and state legislation have established various regulations

governing (1) the urban renewal agency, (2) selection of project areas, (3) the urban renewal plan, and (4) the Workable Program.

Table 2. State Legislative Requirements for Urban Renewal

State	Type of Urban Renewal Agency Authorized	Requirements for Project Area Selection	Planning Agency Required to Review Urban Renewal Plan
Alabama	Housing Authority	Urban renewal agency may designate project area.	No
Alaska	State	Urban renewal agency may designate project area.	No
Arizona	Municipality	Governing body must designate project area.	Yes
Arkansas	Housing Authority Urban Renewal Agency	None	No
California	Urban Renewal Agency	Planning agency may designate project area.	Yes
Colorado	Municipality Urban Renewal Agency	Governing body must designate project area.	Yes
Connecticut	Municipality Urban Renewal Agency Housing Authority	None	Yes
Delaware	Municipality Urban Renewal Agency Housing Authority	None	Yes
Florida	No general enabling legislation: special acts have been passed to enable specific cities to do urban renewal.		

Table 2. State Legislative Requirements for Urban Renewal
(Continued)

State	Type of Urban Renewal Agency Authorized	Requirements for Project Area Selection	Planning Agency Required to Review Urban Renewal Plan
Georgia	Municipality Urban Renewal Agency Housing Authority	Governing body must designate project area.	Yes
Hawaii	Urban Renewal Agency	None	Yes
Idaho	No general enabling legislation.		
Illinois	Municipality Urban Renewal Agency Housing Authority	Governing body must designate project area.	No
Indiana	Urban Renewal Agency	Urban renewal agency may select project area.	Yes
Iowa	Municipality Urban Renewal Agency Housing Authority	None	No
Kansas	Municipality Urban Renewal Agency	Governing body must designate project area.	Yes
Kentucky	Municipality Urban Renewal Agency Housing Authority	None	No
Louisiana	Urban Renewal Agency	None	No
Maine	Urban Renewal Agency	None	Yes
Maryland	Municipality Urban Renewal Agency	None	Yes
Massachusetts	Housing Authority Urban Renewal Agency	None	Yes

Table 2. State Legislative Requirements for Urban Renewal
(Continued)

State	Type of Urban Renewal Agency Authorized	Requirements for Project Area Selection	Planning Agency Required to Review Urban Renewal Plan
Michigan	Municipality Housing Authority Urban Renewal Agency	Project areas designated in comprehensive plan.	Yes
Minnesota	Housing Authority	None	Yes
Mississippi	Municipality Urban Renewal Agency Housing Authority	Governing body must designate project area.	Yes
Missouri	Municipality Urban Renewal Agency Housing Authority	Governing body must designate project area.	Yes
Montana	Municipality Urban Renewal Agency	Governing body must designate project area.	Yes
Nebraska	Urban Renewal Agency Housing Authority	None	Yes
Nevada	Municipality Urban Renewal Agency Housing Authority	None	Yes
New Hampshire	Housing Authority	Urban Renewal agency may designate project area.	No
New Jersey	Municipality Urban Renewal Agency Housing Authority	Governing body must designate project area.	Yes
New Mexico	Municipality Urban Renewal Agency	Governing body must designate project area.	Yes
New York	Municipality Urban Renewal Agency by Special Act	Governing body must designate project area.	No

Table 2. State Legislative Requirements for Urban Renewal
(Continued)

State	Type of Urban Renewal Agency Authorized	Requirements for Project Area Selection	Planning Agency Required to Review Urban Renewal Plan
North Carolina	Urban Renewal Agency	Project area must be certified as blighted.	Yes
North Dakota	Municipality Urban Renewal Agency Housing Authority	Governing body must designate project area.	Yes
Ohio	Municipality Urban Renewal Agency Housing Authority	Project area designated in comprehensive plan.	Yes
Oklahoma	Urban Renewal Agency	None	Yes
Oregon	Municipality Urban Renewal Agency Housing Authority	None	Yes
Pennsylvania	Urban Renewal Agency	Project areas must be certified as blighted.	Yes
Rhode Island	Urban Renewal Agency	Governing body must designate project area.	Yes
South Carolina	Housing Authority	None	Yes
Tennessee	Housing Authority	Urban renewal agency may designate project area.	No
Texas	Municipality Urban Renewal Agency	Governing body must designate project area.	Yes
Utah	No general enabling legislation.		
Vermont	Municipality Urban Renewal Agency Housing Authority	Governing body must designate project area.	Yes
Virginia	Housing Authority	None	No

Table 2. State Legislative Requirements for Urban Renewal
(Continued)

State	Type of Urban Renewal Agency Authorized	Requirements for Project Area Selection	Planning Agency Required to Review Urban Renewal Plan
Washington	Municipality Urban Renewal Agency	Governing body must designate project area.	Yes
West Virginia	Municipality Urban Renewal Agency Housing Authority	Governing body must designate project area.	Yes
Wisconsin	Municipality Urban Renewal Agency	Planning agency may designate project area.	Yes
Wyoming	No general enabling legislation.		

The Urban Renewal Agency

Title I of the Housing Act states that a municipality, to be eligible for Federal urban renewal funds, must establish a public agency to act as the urban renewal agent for the municipality.³ The local public agency is defined by Section 110 h of the Act as "any state, county, municipality, or other governmental entity or public body, or two or more such entities or bodies, authorized to undertake the (urban renewal) project for which assistance is sought." State enabling laws grant urban renewal powers to a municipality, to an independent agency, or to the state.

Municipality

In 27 of the 46 states having general enabling legislation for urban renewal, the governing body of a municipality is granted the powers necessary to carry out urban renewal.⁴ In Arizona, the municipality is required to initiate, plan, and execute the entire project. In the remaining 26 states, the municipality may delegate these powers either to a housing authority or an independent urban renewal agency. Renewal powers may be delegated only to an independent urban renewal agency in 10 of these 26 states.⁵

In Federally-aided urban renewal projects, the municipality may delegate the power to: (1) plan project areas, (2) acquire, clear, sell, rent, maintain, manage, or repair property, and (3) provide streets, parks, utilities, and other public improvements necessary to directly serve the project area.

There are several advantages in granting municipalities urban renewal powers and permitting them to delegate certain of these to other agencies or departments. One advantage is that the municipality has greater latitude in developing its governmental organization for urban renewal. With this latitude, the municipality may establish the renewal function where it can most effectively carry out renewal activities and where coordination can be achieved between the governing body, the planning agency, and other agencies and departments involved in urban renewal. In Michigan and Ohio, where the municipality has the additional option of determining which powers it may retain or delegate, responsibility for renewal functions can be assigned to achieve an optimum division of labor during the renewal process.

Although municipalities are authorized to delegate the renewal powers necessary to carry out redevelopment in a specific area, they must assume responsibility for urban renewal activities which affect the city as a whole. Normally, the municipality must:

1. designate an urban renewal project area and hold public hearings thereon;
2. approve or amend urban renewal plans, general neighborhood renewal plans, and community-wide plans or programs for urban renewal;
3. establish a general plan for the municipality as a whole;
4. formulate a Workable Program;
5. make the determination of necessity for Federal funds and the findings of blight; and
6. issue general obligation bonds, appropriate public funds, and levy taxes and assessments.⁶

An Independent Agency

State enabling laws grant urban renewal powers to independent agencies in 18 states. In 9 of these states, Hawaii, Indiana, Louisiana, Maine, North Carolina, Oklahoma, Pennsylvania, Rhode Island, and South Carolina, renewal powers are granted exclusively to an independent urban renewal agency, whose sole function is to administer the municipality's urban renewal program. In 6 states, Alabama, Minnesota, New Hampshire, South Dakota, Tennessee, and Virginia, urban renewal powers are granted exclusively to local public housing authorities. In Arkansas, Massachusetts, and Nebraska, the local governing body may designate either a housing authority or an urban renewal agency as the renewal agent for the city.

When the urban renewal agency is independent from the municipal government and has no responsibility other than renewal, the agency's entire effort can be devoted to developing an urban renewal program. Normally, independent urban renewal agencies tend to develop more aggressive programs. The housing authority as the renewal agent potentially has two additional advantages. It is an established and operating organization and consequently can undertake renewal activities quicker and with less difficulty than a new agency or department. Its staff has the skills and experience required for land acquisition, property management, and relocation which can be utilized for both the renewal function and public housing functions. This could eliminate the need for duplicate staffs.

The major disadvantage of designating an independent agency as the renewal agent is the difficulty of coordinating its activities with those of the regular departments of city government. The municipality also loses a degree of control over renewal activities when they are the responsibility of an independent agency.

The State

In Alaska, the State Housing Authority serves as the urban renewal agent for all Alaskan municipalities. It receives all Federal urban renewal funds and has the power to acquire land, demolish blighted structures, and resell the land.

When the state acts as the urban renewal agent for the various municipalities, its trained personnel can serve a number of communities on a part-time basis. This is particularly important in places like Alaska where many small communities in remote areas cannot hire trained

personnel on a full-time basis. Since state rather than local funds are used to match Federal funds, renewal can be programmed on a state-wide basis. Major renewal efforts can then be concentrated in cities with the worst blight.

Selection of Project Area

Requirements regarding project area selection were found in 28 of the 46 states that had general urban renewal enabling legislation.⁷ In 17 of these states,⁸ the only legislative requirement was that "an urban renewal project for an urban renewal area shall not be planned or initiated unless the governing body has by resolution determined such an area to be a slum area . . . and designated such an area as appropriate for an urban renewal project."⁹ In the remaining 11 states, the planning agency or the urban renewal agency was authorized to participate in project area selection.

Participation by Planning Agency

In California, Michigan, North Carolina, Ohio, Pennsylvania, and Wisconsin, the planning commission is required to participate in the selection of prospective project areas. In Michigan and Ohio, the law requires that proposed urban renewal areas be designated as such in a comprehensive plan for the municipality. The plan is to be prepared by the planning agency. In North Carolina and Pennsylvania, the planning commission must designate areas which are blighted and in need of redevelopment. The planning commission must also recommend methods for the redevelopment of these areas. In California and Wisconsin, enabling legislation permits the municipality to delegate the function of project

area selection to the planning commission. Private individuals, groups, associations, or corporations in California may also petition the governing body to designate an area for an urban renewal project feasibility study. Such feasibility studies may be carried out by the planning commission.

Legislation that requires the planning agency to participate in project area selection will help insure that such selection is guided by comprehensive planning considerations, and that planning advice is available to the municipality regarding project selection. It also encourages cooperation between the planning agency and the urban renewal agency.

Participation by Urban Renewal Agency

In Alabama, Alaska, Indiana, New Hampshire, and Tennessee, the urban renewal agency must designate the project area. In Alaska and Indiana, the governing body of the municipality must concur in the project area selection. In Alabama, Tennessee, and New Hampshire, the municipality is not required to consider the project area selection until detailed plans are completed for the area.

Although urban renewal agencies in Alabama, New Hampshire, and Tennessee are authorized to select project areas, they should consult their governing bodies and planning agencies before making a decision. The selection of an urban renewal project area is a major policy decision that affects the entire community. If an urban renewal agency selects an urban renewal project area without consulting the governing body or the planning agency, there is the possibility that a serious conflict will arise between urban renewal plans, over-all city policy, and the

comprehensive plan for the city. There is the likelihood, too, that important financial advantages may be lost if the renewal activity is not well coordinated with the remainder of the city's public development work.

The Urban Renewal Plan

Title I of the Housing Act of 1949, as amended, requires that the governing body of any locality seeking Federal urban renewal funds adopt an urban renewal plan by ordinance or resolution.¹⁰ The urban renewal plan, as defined by Section 110 b of Title I:

. . . means a plan as it exists from time to time, for an urban renewal project, which plan (1) shall conform to the general plan of the locality as a whole and to the workable program referred to in Section 101 hereof (Workable Program for Community Improvement) and shall be consistent with definite local objectives respecting appropriate land uses, improved traffic, public transportation, public utilities, recreational and community facilities, and other public improvements; and (2) shall be sufficiently complete to indicate, to the extent required by the administrator for the making of loans and grants under this Title, such land acquisition, demolition, and removal of structures, redevelopment, improvement, and rehabilitation as may be proposed to be carried out in the urban renewal area, zoning and planning changes, if any, land uses, maximum densities, and building requirements.¹¹

State legislative requirements regarding the urban renewal plan are similar to the requirements in Title I.

The Urban Renewal Administration has required that an urban renewal plan be submitted in report form with an application for Federal funds. The *Urban Renewal Manual* outlines the elements required in the urban renewal plan document. These elements will be discussed in greater detail in Chapter IV.

Plan Preparation

In 43 of the 46 states with general urban renewal enabling legislation, the urban renewal agency is authorized to prepare or cause to be prepared an urban renewal plan. In the remaining 3 states, Michigan, Ohio, and Wisconsin, the planning commission must prepare the plan. In 6 states, Connecticut, Minnesota, Texas, Vermont, Washington, and West Virginia, renewal plans may be accepted from redevelopers, residents of the project area, or private citizens' organizations.

Most states have no requirements regarding the preparation of the urban renewal plan. California and Pennsylvania, however, are exceptions. In California, the planning commission may select one or more project areas in a redevelopment area and formulate a preliminary project plan upon (1) its own initiative, (2) the request of the urban renewal agency, (3) the direction of the governing body, or (4) the written petition of the property owners of a redevelopment area. This plan is not required to be detailed, but it must show the boundaries of the projected area, proposed reuse, and conformity with the master plan for the city. The urban renewal agency is then required to prepare an urban renewal plan based on the preliminary plan prepared by the planning agency. This plan must indicate what property is to be acquired and the specific reuse of land in the project area. The planning agency and the urban renewal agency are required to cooperate in the actual preparation of the urban renewal plan. Upon completion of the urban renewal plan, the urban renewal agency must hold a public hearing on it, at which time private groups or individuals may submit alternative plans. The plan prepared by the planning commission and the urban renewal agency and any alter-

native plans are then submitted to the city council along with recommendations by the planning commission and the urban renewal agency. Alternative plans may also be submitted when the governing body holds its public hearings on the project.¹²

The California act encourages coordination and cooperation between the planning commission and the urban renewal agency. However, in California, where legislation authorizes submission of alternative plans at each public hearing, action on the urban renewal plan is delayed until the urban renewal agency and the planning agency review and report on alternative plans. The submission of alternative plans at public hearings can disrupt the hearing, since the public can confuse the proposals in one plan with those of another. The public must also attend additional hearings to learn which of the plans presented is accepted by the governing body.

If it is desirable to receive alternative plans from private individuals or groups, these plans should be submitted directly to the urban renewal agency or to the planning agency, before the public hearing on a project. These agencies can then review and compare the urban renewal plan with alternative plans and present the results at the public hearing. Thus, the public will be able to receive a clear understanding of the various plans and will have an adequate opportunity to question and comment upon them.

In Pennsylvania, the planning commission is required to prepare a redevelopment plan which includes proposed land uses, population densities, land coverage, and building densities in the renewal project area. The preliminary plan must also include a proposed site plan, zoning

changes, and street layout. The urban renewal agency is then required to base its detailed urban renewal plan on the preliminary plan submitted by the planning commission. The urban renewal agency submits the detailed plan to the governing body for action.¹³ The Pennsylvania legislation makes the planning agency responsible for all the planning elements in an urban renewal plan.

Plan Review and Approval

Various procedures for review and approval of the urban renewal plan are contained in Federal and state legislation. These procedures involve both the municipality and the planning agency. Title I of the Housing Act of 1949, as amended, requires that municipalities hold a public hearing on the urban renewal plan and adopt the plan after they have made the following findings:

1. that the urban renewal plan will afford maximum opportunity, consistent with the sound needs of the community as a whole, for redevelopment by private enterprise;

2. that the urban renewal plan conforms to the general plan for development of the locality as a whole; and

3. that the urban renewal plan gives due consideration to the provision of adequate park and recreation facilities.¹⁴

Regulations for review and approval of the urban renewal plan by the municipality are especially important when the renewal function is delegated to an independent agency. These regulations grant the elected officials of a municipality a veto power over renewal plans prepared by an independent agency. However, in order for elected officials to have a positive influence on the city's urban renewal program, they should

participate in the preparation of the renewal plan. Because of their sensitivity to public opinion, they will usually try to develop a plan that will satisfy the needs and desires of the municipality as a whole.

The planning commission is required to review and comment upon the urban renewal plan in 32 states.¹⁵ An example of a clause in enabling legislation that requires this review is as follows.

Prior to its approval of an urban renewal plan, the local governing body shall submit such plan to the planning commission of the municipality, if any, for review and recommendations as to its conformity with the general plan for the development of the municipality as a whole. The planning commission shall submit its written recommendations with respect to the proposed urban renewal plan to the local governing body within thirty days after receipt of the plan for review. Upon receipt of the recommendations of the planning commission or, if no recommendations are received within said thirty days, then without such recommendations, the local governing body may proceed with the public hearing on the proposed urban renewal project.¹⁶

There are, however, variations to this form of review. In California, if the planning commission should recommend the rejection of an urban renewal plan, the governing body must vote by at least a two-thirds majority to approve it. In Indiana, the urban renewal agency cannot proceed with the execution of a plan until the planning agency certifies that the plan is consistent with the comprehensive plan for the community.

Enabling legislation requiring the planning agency to review the urban renewal plan encourages cooperation between the planning agency and the urban renewal agency. By stimulating this cooperation, urban renewal plans are more likely to relate to the objectives of the comprehensive plan for the city.

Workable Program

Section 101 c of Title I of the Housing Act of 1949, as amended, states that no municipality is eligible for any loan or capital grant available under Title I unless it has prepared and adopted a Workable Program for Community Improvement. The Workable Program has been defined in Section 101 c as "an official plan of action as it exists from time to time, for effectively dealing with the problems of urban slums and blight within the community with well-organized residential neighborhoods of decent homes and suitable living environment for adequate family life."

The Workable Program must be submitted by the municipality to the Urban Renewal Administration for review. It then must be certified as adequate by the administrator of the Housing and Home Finance Agency. The municipality must have its Workable Program recertified each year in order to continue to be eligible for funds under Title I. Seven elements are included in the Workable Program: (1) codes and ordinances, (2) comprehensive community plan, (3) neighborhood analyses, (4) administrative organization, (5) financing, (6) housing for displaced families, and (7) citizen participation.¹⁷

The municipality has the responsibility for preparing and carrying out the Workable Program. However, in Alaska, Colorado, Maine, and Missouri, enabling legislation authorizes the urban renewal agency to prepare it.

Federal and state urban renewal laws provide for participation by the municipal government, the urban renewal agency, and the planning agency in a local urban renewal program. Most state laws grant local

governments much latitude in organizing for urban renewal. However, in 18 states the urban renewal agency is required to be independent from the governing body. Both state and federal laws require that a specific area be designated as an urban renewal project area and that an urban renewal plan be adopted by the governing body of the municipality. Seventeen state laws require the municipality to designate a project area, and 33 states require the planning agency to review the urban renewal plan. In general, Federal and state urban renewal laws encourage cooperation between the municipal government, the urban renewal agency, and the planning agency. They also encourage municipalities to develop an urban renewal program that may be integrated into the existing local governmental organization.

CHAPTER III

THE LOCAL URBAN RENEWAL ORGANIZATION

The municipality, the planning agency, and the urban renewal agency participate in urban renewal. The municipality is made up of the city council, the chief executive, and the various city departments. The planning agency can be either an independent planning commission, a municipal department, or a division within a municipal department. The urban renewal agency may be an independent agency, a local housing authority, or a municipal department.

Planning and redevelopment are the two steps in an urban renewal project. Planning includes the identification and selection of areas for redevelopment, rehabilitation, or conservation and the preparation of detailed development plans for specific urban renewal project areas. Redevelopment includes acquiring property within a project area, clearing structures on that property, reselling the property, and relocating families and businesses affected by clearance. In order to plan and redevelop an urban renewal project area, the municipal government, the urban renewal agency, and the planning agency must organize and coordinate their urban renewal activities.

This chapter will discuss: (1) the interagency organization for urban renewal, (2) the internal organization of the planning agency and the urban renewal agency, and (3) the coordination between the planning agency, the urban renewal agency, and the municipal government. Table

3 summarizes this information for the 15 cities under study.

Interagency Organization

The interagency organization for urban renewal is determined by the renewal functions carried out by the municipal government. The municipal government may carry out both the functions of planning and redevelopment, it may delegate either one of these functions, or it may delegate both of these functions.

Four variations of interagency organization for renewal were found:

1. planning and redevelopment by the municipal government;
2. planning by an independent agency;
3. redevelopment by an independent agency; or
4. planning and redevelopment by independent agencies.

Planning and Redevelopment by the Municipal Government

The municipal governments of Buffalo, Milwaukee, and Trenton do both planning and redevelopment. In Buffalo, planning and urban renewal are assigned to two separate city departments which are accountable to the Mayor. The Mayor may appoint the Director of Planning subject to the approval of the City Council. Technical personnel are appointed by the Director of Planning with the approval of the Mayor and Council. The Planning Department is directly responsible to the Mayor. It also acts as the staff for the lay Planning Board which advises the City Council on planning matters. The Department of Urban Renewal, which is directed by an Urban Renewal Commissioner, has two divisions, the Division of Redevelopment and the Division of Rehabilitation and Conserva-

Table 3. Characteristics of the Urban Renewal Organization in 15 Cities

City	INTERAGENCY ORGANIZATION		Renewal Planning Division in Planning Agency	TYPES OF COORDINATION		
	Planning by	Redevelopment By		Renewal Coordination	Inter- agency Committee	Informal Cooperation
Atlanta	Municipal Department	Independent Agency	No		X	
Baltimore	Independent Agency	Independent Agency	No			X
Boston	Development Authority			X ¹		
Buffalo	Municipal Department	Municipal Department	No	X ²		
Chicago	Independent Agency	Municipal Department	No			X
Cincinnati	Independent Agency	Municipal Department	Yes	X ³		
Detroit	Independent Agency	Independent Agency	Yes		X	
Little Rock	Municipal Department	Independent Agency	No			X

Table 3. Characteristics of the Urban Renewal Organization in 15 Cities
(Continued)

City	INTERAGENCY ORGANIZATION		Renewal Planning Division in Planning Agency	TYPES OF COORDINATION		
	Planning by	Redevelopment by		Renewal Coordination	Inter- agency Committee	Informal Cooperation
Louisville	Independent Agency	Independent Agency	No			X
Milwaukee	Development Department			X ¹		
Nashville	Independent Agency	Independent Agency	No			X
Philadelphia	Independent Agency	Independent Agency	Yes	X		
Pittsburgh	Municipal Department	Independent Agency	Yes	X		
San Francisco	Independent Agency	Independent Agency	No	X		
Trenton	Development Department			X ¹		

1 Renewal activities are coordinated by director of development department.

2 Renewal activities are coordinated by mayor.

3 Renewal activities are coordinated by city manager.

tion. A lay Urban Renewal Board serves in an advisory capacity to the City Council. The municipal government determines urban renewal policy based on recommendations from the Department of Urban Renewal, the Planning Department, and their attendant boards. The Mayor coordinates renewal activities in his capacity as chief executive of the City.

When the municipal government plans and redevelops an urban renewal project, it has direct control over renewal policy and operational decisions. Because elected officials have this control, urban renewal activities are more responsive to the wishes of the community. Conflicts between over-all city policy and urban renewal policy can also be more easily resolved when the municipality has direct responsibility for the entire renewal process.

In Trenton and Milwaukee, planning and redevelopment are in a single department, responsible to the Mayor. For the purpose of this thesis, these departments will be referred to as development departments. The development departments in both Trenton and Milwaukee were formed by combining the staffs of independent lay commissions which were formerly responsible for planning and redevelopment. In both cities, these lay commissions retain their advisory positions and receive staff assistance from the development departments.

The development department has several advantages as a form of urban renewal organization. One of these advantages is that it insures the participation of the planning agency in the urban renewal process. Moravitz found in his study of municipal development departments that "long-range planning activities (in development departments) will occupy less than a quarter of the planner's time." He further stated that

"there is obvious contradiction to the proposition that the planner's work process culminates in the preparation of the comprehensive long-range plan. If anything, the comprehensive plan marks the point of departure for the planners in the development agencies." Moravitz concluded that the planner in a development department would devote most of his time to detailed and localized renewal plans.¹⁸

Moravitz also found that city managers preferred to have one reporting subordinate for renewal matters. He stated that city managers visualize planning as a more positive tool in management when it is applied to immediate problem-solving ventures, such as urban renewal.¹⁹

Where planning is included in a development department, it is apt to limit its activities to urban renewal planning or over-emphasize urban renewal. Furthermore, comprehensive planning may be used only to justify future urban renewal projects. O'Harrow states these fears editorially.

Development, growth, renewal--this is a vital, young, attractive force. Disreputable old buildings come down, shiny new ones rise from the ashes. There is controversy, yes, but there is also excitement, like in war. Planning at best must worry about a lot of unexciting problems like sewerage, water supply, and local finances. Add to this that in too many places planning is ancient, creaking, quibbling, and unimaginative.

Now when it comes to setting up a department of development, what happens? The young and vital absorbs the ancient and feeble. Planning, instead of being the prophet and the leader, becomes the lackey, the stablehand.²⁰

In order for the planning agency to be a prophet instead of a lackey, it must be able to advise the governing body on matters affecting the city including urban renewal. If the planning division is in the development department it must be careful to deal with all matters affect-

ing the city and not to over-emphasize urban renewal.

Planning by an Independent Agency

In Chicago and Cincinnati, an independent planning commission does both city-wide comprehensive planning and renewal planning. In both these cities, a municipal department carries out the function of redevelopment in an urban renewal project. In Chicago, the Department of Urban Renewal is directly responsible to the Mayor, and in Cincinnati, the Department of Urban Development is responsible to the City Manager.

Independent planning agencies normally are not involved in the day-to-day activities of the city. As a result, they are freer to develop their own program and can devote their time to long-range comprehensive planning which will relate the urban renewal program to the overall development plan for the city.

The independent agency would tend to be less effective in planning for rehabilitation or conservation projects. These projects involve daily contact with the code enforcement department, the real estate department, and the welfare department, and they could be better coordinated by a line or staff department within the city government.

Redevelopment by an Independent Agency

In Atlanta, Little Rock, and Pittsburgh, the redevelopment function was assigned to an independent agency. Redevelopment in Little Rock and Atlanta is carried out by the Housing Authority and in Pittsburgh, it is done by the Redevelopment Authority. In Atlanta and Pittsburgh, the planning staff is in a municipal department and is directly responsible to the governing body of the municipality. In Little Rock, the planning agency is a division in the Department of Community Develop-

ment and is responsible only for current planning.

When the urban renewal agency is independent of the municipal government and has no responsibilities other than redevelopment, it may devote its entire effort toward the development of an urban renewal program. However, the urban renewal agency normally performs line functions which could be better related with other line functions of the city if the urban renewal agency was a municipal department.

Planning and Redevelopment by Independent Agencies

The cities of Baltimore, Boston, Detroit, Louisville, Nashville, Philadelphia, and San Francisco delegate both planning and redevelopment to independent agencies. In all of these cities, independent planning commissions are appointed by the governing bodies of the municipality. In Louisville, however, the Planning Commission serves both Louisville and Jefferson County and, in Nashville, the Planning Commission serves the metropolitan government for Nashville and Davidson County.

The commissioners of urban renewal agencies are also appointed by the governing bodies of their respective cities. In Louisville, Philadelphia, and San Francisco, the urban renewal agency is an independent agency created by the state legislature for the sole purpose of conducting urban renewal activities. In Baltimore, a new agency was created which combined the functions of public housing, code enforcement, and urban renewal in one independent agency. In Detroit and Nashville, the housing authority, which had previously been established to provide public housing, assumed the added function of urban renewal.

In one city, Boston, a Redevelopment Authority was established with the following characteristics.

1. It is an independent authority separate from the municipal government.

2. Both planning and redevelopment are performed by the Authority.

3. The Development Administrator, who is the executive director of the Redevelopment Authority, is responsible to both the board of directors of the Authority and to the Mayor of the city.

The advantages and disadvantages of an independent planning agency and an independent urban renewal agency were discussed previously. In addition, when both planning and redevelopment are done by agencies which are independent of the municipal government, there is a greater need for formal coordination. The governing body also tends to have less control over urban renewal activities.

Internal Organization

In Trenton, Milwaukee, and Boston, planning and redevelopment are in a development department. The development department in Trenton has three divisions: the Planning Division, the Redevelopment Division, and the Code Enforcement Division. The Planning Division serves as staff to the director of the department, and the Redevelopment Division carries out line activities for urban renewal. The Code Enforcement Division is responsible for enforcement of the zoning ordinance and building codes. The Planning Division recommends urban renewal project areas to the Planning Commission and to the Mayor and City Council for their approval. Urban renewal plans are also prepared by the Planning Division for approval by the Director of the Development Department, the Planning Com-

mission, and the City Council.

The Development Department in Milwaukee is divided into five divisions: Administrative Division, Property Management Division, Planning and Programming Division, Real Estate Division, and Maintenance and Technical Services Division. The Director of the Development Department formulates urban renewal policy. The Planning and Programming Division advises the Director on matters concerning long-range, current, and renewal planning. It also reviews zoning amendments and approves subdivision plans.

The Redevelopment Authority in Boston has three major departments: Planning Department, Development Department, and Operations Department. The Operations Department provides technical services to the Authority as a whole. The Planning Department has four divisions: Renewal Planning Division, Comprehensive Planning Division, Planning Administrations Division, which handles zoning referrals, and Transportation Planning Division. The Development Department, in conjunction with staff members of the Planning Department, administers the various urban renewal projects. A project director from the Development Department is assigned to each project. He is assisted by a neighborhood representative who is also attached to the Development Department, but is located in the project area. A project planning officer from the Renewal Planning Division of the Planning Department is assigned to the project director and maintains liaison between the Planning Department and the project director. Urban renewal policy is formulated by the Development Administrator and recommended to the Redevelopment Authority and to the governing body.

In the other 12 cities under study, planning and redevelopment are carried out by planning agencies and urban renewal agencies.

Planning Agencies

In Atlanta, Baltimore, Buffalo, Chicago, Little Rock, Louisville, Nashville, and San Francisco, there is no division within the planning agency specifically assigned to renewal planning. Renewal planning is done by divisions primarily responsible for other tasks. In San Francisco, it is done by the Neighborhood Planning Section, and in Louisville by the Advance Planning Section.

The Philadelphia, Pittsburgh, Detroit, and Cincinnati, planning agencies are formally organized for urban renewal. The Philadelphia Planning Commission is administratively divided into two departments. The Administrative Department is responsible for renewal planning and for the overall administration of the planning agency. The Technical Department is responsible for neighborhood planning and comprehensive planning.

Two divisions in the Administrative Department participate in renewal planning. The Renewal Planning Division is assigned the task of preparing preliminary plans for urban renewal project areas. It also reviews detailed urban renewal plans prepared by the urban renewal agency. The Projects Planning Division devotes a small portion of its time to programming the capital expenditures proposed by the urban renewal agency and to coordinating the non-cash element of the city's portion of the cost of an urban renewal project.

The Technical Department in the Philadelphia planning agency is divided into a Neighborhood Planning Division and a Comprehensive Plan-

ning Division. The Neighborhood Planning Division reviews redevelopment projects that fall within various planning districts in the City and insures that the renewal plans are consistent with other development activities. The Comprehensive Planning Division reviews renewal plans which would affect the objectives of the City-wide comprehensive plan.

Two divisions of the Planning Department in Pittsburgh participate in urban renewal activities. The Renewal Planning Division in some instances prepares urban renewal plans at the request of the urban renewal agency. It also develops the basic information needed for the early phases of a renewal project and reviews urban renewal plans prepared by the Urban Renewal Agency. The Reproduction Division of the Planning Department assists in the preparation of published material for renewal programs.

In Detroit, the planning agency has a Renewal Planning Division which consists of about 20 per cent of the planning staff. This Division prepares urban renewal plans for project areas in the City. These plans are coordinated with long-range plans, current planning, and zoning controls. The urban renewal plan when prepared is submitted to the Detroit Planning Commission for approval. When approval is granted, the plan is submitted to the urban renewal agency for review and approval and then submitted to the Mayor and Common Council. It was noted that the Mayor normally accepts the recommendations of the Planning Commission.

In Cincinnati, the Planning Commission has a Renewal Department that is responsible for community development programming and urban renewal planning. The Renewal Department also provides personnel to assist

the Department of Urban Development in the exterior design of structures to be rehabilitated in neighborhood conservation projects.

If there is a continuing need for urban renewal planning, a formal renewal planning division in the planning agency may be justified. However, if the need for renewal planning fluctuates, a qualified individual within the planning agency may be assigned to do renewal planning when the need arises. When the urban renewal agency prepares urban renewal plans, the planning agency should establish a procedure for reviewing these plans to insure that they are consistent with the comprehensive plan for the city.

Urban Renewal Agencies

In the 12 cities having separate urban renewal agencies, two methods of directing the development of urban renewal projects were found. Direction of project development was centralized in Atlanta, Baltimore, Buffalo, Chicago, Little Rock, Louisville, Pittsburgh, and San Francisco. Direction of project development was decentralized in Cincinnati, Detroit, Nashville, and Philadelphia.

When project direction is centralized, personnel are organized along functional lines. The planning division handles planning for all projects, the real estate division handles the property acquisition, management, and disposition for all projects, and the relocation division handles all relocation for the various projects and often for other development activities carried out by the city. In Nashville, the planning division is responsible for planning and does all necessary drafting for the Urban Renewal Department of the Housing Authority. In Louisville, the Planning Division supervises the various consultants who prepare

plans for renewal projects. In Philadelphia, although project direction is decentralized, the function of preparing applications for the Housing and Home Finance Agency is centralized. The Philadelphia Redevelopment Authority has a Director of Applications who is solely responsible for the preparation of Survey and Planning Applications and Applications for Loan and Grant for all projects in the City.

There are two advantages in organizing the personnel of the urban renewal agency along functional lines. First, personnel within each division can be easily shifted from one project to another when a greater effort is required for a specific project. The second advantage is that when personnel work consistently on one phase of a project, they become proficient in that phase and can expedite its development. A disadvantage in functional organization is that no single individual is responsible for the direction of each project.

In Nashville, Detroit, and Philadelphia, the urban renewal agency is also functionally organized. However, in these cities, a project director is assigned to each of the various projects in the city. In both Detroit and Philadelphia, the project director is assisted by a project planner from the Planning Commission. In Detroit, the project director carries out an urban renewal plan prepared by the Planning Commission. In Philadelphia, project directors prepare and carry out detailed urban renewal plans based on preliminary plans submitted by the Planning Commission.

Two advantages are realized when project direction is decentralized. First, a single individual has overall responsibility for a project and can expedite decisions regarding his project. Second, the

project director can work directly with personnel in the other departments and agencies participating in his project. A disadvantage in decentralized project direction is that personnel in functional divisions, such as the real estate division and the relocation division must adjust to the requirements of individual projects rather than effectively carrying out their specific functions for the entire renewal program.

Coordination

Where there is a single development department or authority, the director coordinates the planning and redevelopment activities of the renewal program. Where several agencies participate, coordination is effected by (1) a renewal coordinator attached to the office of the chief executive, (2) an interagency committee on renewal appointed by the mayor, or (3) informal cooperation between the renewal agency and the planning agency.

Renewal Coordinator

In Buffalo, the Mayor coordinates the renewal program, and in Cincinnati, the City Manager.

In Philadelphia, Pittsburgh, and San Francisco, renewal coordinators are named as administrative assistants to their respective mayors for all matters concerning redevelopment. In Philadelphia, the coordinator is the Director of the Redevelopment Authority, and in Pittsburgh, he is the Director of the Planning Department. In San Francisco, the renewal coordinator has no responsibilities other than coordination of the urban renewal program.

The mayor or city manager can be effective in coordinating the renewal program if it is not extensive. However, if there is much renewal activity in a city, the chief executive is not able to devote the necessary time to renewal because of the demands of other city activities. If renewal coordination does not require the full time of a city official, the director of the planning agency or the urban renewal agency can be an effective coordinator. However, he should not over-emphasize the needs and problems of his agency.

Renewal coordinators have three advantages. First, they can use the authority and prestige of the office of the mayor to obtain cooperation from departments and agencies involved in urban renewal. Second, urban renewal policy and urban renewal operations are directed by a single official who can make decisions quickly regarding the urban renewal program. Finally, the renewal coordinator can maintain day-to-day contact with the governing body of the city and relate renewal activities to overall city policies.

A renewal coordinator, however, is less effective in achieving a consensus of department heads and agency directors involved in urban renewal. Where the mayor holds little power, the coordinator must win agreement from the other city department heads. While the coordinator may consult with these departments and agencies on specific issues, his recommendations to the governing body generally reflect his appraisal of the urban renewal program.

Interagency Committee

Interagency renewal committees were established in Detroit and Atlanta. In both of these cities, members of urban renewal committees

are appointed by the mayor. In Baltimore, an interagency renewal committee was proposed in the Community Renewal Program.

In Atlanta, the Planning and Development Committee and the Urban Renewal Policy Committee coordinate the urban renewal program. The Planning and Development Committee is composed of members of the City Aldermanic Board. It is responsible for advising the Aldermanic Board on the City government's overall urban renewal policy, the Workable Program, and the planning requirements of the 1962 Federal Highway Act.

The Urban Renewal Policy Committee is composed of one member from the Planning and Development Committee, two members of the Board of Commissioners of the Housing Authority, and two members from the Board of Aldermen. It is responsible for coordinating the policies of the Housing Authority and the City government with respect to urban renewal.

The Planning Department is the staff for both committees.

In Detroit, a Mayor's Interdepartmental Urban Renewal Council is composed of the heads of City departments involved in urban renewal including the planning agency. The Council is chaired by the Director-Secretary of the Housing Authority, the urban renewal agency for the city. The function of this Council is to formulate overall urban renewal policy and to stimulate cooperation between the agencies involved in urban renewal.

In Baltimore, the Community Renewal Program has proposed an Urban Renewal Policy Steering Committee composed of the planning agency, the urban renewal agency, and the Bureau of Building Inspection. The function of this committee is to develop policy which relates urban renewal activities to City-wide development activities.

The interagency renewal committee is appropriate in cities where there is a "weak mayor" form of government. In these cases, the city's affairs are normally conducted through committees composed of city councilmen. If urban renewal activities are coordinated by such a committee, the urban renewal program can be related to other city development activities.

The interagency renewal committee is also effective in achieving a renewal policy reflecting the ideas of departments and agencies participating in urban renewal. The renewal committee, however, seldom provides strong leadership for a renewal program because it is unable to make rapid decisions regarding day-to-day renewal activities.

Informal Cooperation

In Chicago, Little Rock, Louisville, and Nashville, coordination of the urban renewal program was achieved by informal cooperation between the planning agency and the urban renewal agency. In these cities, the urban renewal agency has a great influence on urban renewal policy. The planning agency is called on from time to time to give advice on project area location, land use considerations, and zoning matters, but the urban renewal policy recommendations are made to the municipal government exclusively by the urban renewal agency.

In Nashville, the Director of the Urban Renewal Department of the Housing Authority and the Director of the Nashville-Davidson County Planning Commission informally meet to formulate urban renewal policy, decide on project areas, and develop urban renewal plans. The policies decided upon at these meetings are then submitted by the Housing Authority to the metropolitan government of Nashville and Davidson County. In the past,

there have been temporary exchanges of personnel between the planning agency and the Urban Renewal Department, and at present the Director of the Planning Commission is serving as temporary executive director of the Urban Renewal Department of the Housing Authority.

Informal cooperation is effective for carrying out the inter-agency operations of an urban renewal project because individuals in each agency can develop procedures for coordination especially suited to their own operations. However, a formal organization for coordination is recommended for interagency policy formulation. An organization formally organized tends to insure the representation of all agencies and departments involved in urban renewal.

An independent urban renewal agency can be effective in carrying out a vigorous and aggressive renewal program because it is normally not responsible for any other activities. When such a program is supervised by a renewal coordinator, day-to-day decisions can be made quickly, supported by the authority and prestige of the mayor. The interagency renewal committee can be effective in integrating urban renewal activities with other city development activities because urban renewal policy can be related to the development policies of other city departments and agencies. Overall guidance of a specific project can be effectively achieved by decentralized project direction. Such guidance is particularly important in rehabilitation projects because frequent contact with project residents is necessary. An independent planning agency is effective in relating urban renewal activities to the comprehensive plan because normally it is not involved in the daily activities of the city and can devote more time to long-range planning. However, a plan-

ning department that is involved in daily city activities can better relate the urban renewal program to other immediate development programs undertaken by the city.

CHAPTER IV

OPERATIONAL CHARACTERISTICS OF THE URBAN RENEWAL ORGANIZATION

An urban renewal project may be divided into three operational phases--project initiation, project planning, and project execution. The procedures involved in each of these three phases are standard for any renewal project developed with funds provided under Title I of the Housing Act of 1949, as amended. The work to be done in each of the three phases as well as the amount of assistance given by the planning agency will be discussed in this chapter.

Project Initiation

Project initiation includes: (1) the certification of the Workable Program, (2) the designation of a project area, and (3) the preparation of a Survey and Planning Application.

Workable Program

Any locality desiring Federal funds for urban renewal under Title I of the Housing Act of 1949, as amended, must have a Workable Program for Community Improvement which is certified as adequate by the administration of the Housing and Home Finance Agency. The Workable Program is a statement of the steps the city has taken or intends to take to control or eliminate blighting conditions. It contains seven elements.

1. Codes and Ordinances. Basic codes, including building, plumbing, electrical, housing, and fire regulations, must be adopted and kept up to date.

2. Comprehensive Community Plan. The locality must have a land use plan, major thoroughfare plan, community facilities plan, zoning ordinance, subdivision regulations, and a capital improvements program.

3. Neighborhood Analysis. The various neighborhoods in the city must be examined to determine housing conditions, adequacy of community facilities, amount of traffic congestion, and the influence of nonconforming land uses.

4. Administrative Organization. An organization must be established to coordinate all of the city's resources for combatting blight.

5. Financing. A plan for financing the renewal effort must be developed.

6. Housing for Displaced Persons. A relocation program must be established to find safe and sanitary housing for families forced to move as a result of public programs.

7. Citizen Participation. A citizen's advisory committee must be formed to represent the various elements of the community. Its function is to serve as a liaison group between the urban renewal agency and the public at large.²¹

The municipality has the responsibility for the development and adoption of a Workable Program. However, in 8 of the 15 cities studied, the urban renewal agency prepared the Workable Program document. In 3 cities, Atlanta, Nashville, and Trenton, the planning agency prepared the Workable Program, and in 4 cities, Louisville, Philadelphia, Pittsburgh, and San Francisco, it was prepared by a renewal coordinator or an assistant to the mayor.

The development of a Workable Program affects many departments and agencies within and outside the city government. An assistant to the mayor or a renewal coordinator in the mayor's office has the authority and prestige necessary to obtain the required cooperation from the departments and agencies. The planning agency or the urban renewal agency normally does not have this authority or prestige.

Project Area Designation

In most of the cities studied, no formal procedure for selecting project areas was found. However, in those cities having formal procedures, an urban renewal project is selected by: (1) designating potential renewal areas in the comprehensive plan or (2) certifying areas that are blighted.

In Cincinnati, nearly all urban renewal project areas now being redeveloped were designated in the 1948 comprehensive plan. The Cincinnati Planning Commission also prepares detailed redevelopment plans for proposed renewal areas. These plans are prepared prior to selection of the areas for renewal by the governing body. At present a shelf of plans exists which can be drawn upon whenever an area is selected for redevelopment.

There are two advantages in designating renewal areas in the comprehensive plan. One advantage is that renewal activities can be better scheduled in the overall development plan for the city. Expansion of public facilities such as water and sewer lines, parks, recreations areas, schools, and streets can be coordinated with the development of urban renewal projects. By coordinating the expansion of public facilities with the scheduling of urban renewal projects, the city can take

maximum advantage of Federal renewal funds, minimize dislocation, and avoid wasteful duplication of effort. A second advantage is that when proposed project areas are made known, private development and improvements in these areas can be discouraged, thus reducing the cost of acquiring property in the project area.

In Pittsburgh, blighted areas are certified as eligible for renewal by the planning agency. The certification of blight is a statement that indicates what percentage of the structures in a given area are substandard. It also gives a description of other blighting influences such as air pollution, heavy traffic, or excessive noise. With this information, the municipality is able to determine the degree of blight that exists in the various neighborhoods of the city. It can then concentrate its renewal effort in the most seriously deteriorated areas. Data on the extent of blight in a specific area is available to prepare applications for Federal funds from the Urban Renewal Administration of the Housing and Home Finance Agency.

However, when urban renewal areas are designated in the comprehensive plan or certified as blighted areas, deterioration in these areas may be accelerated since property owners are apt to be reluctant to make needed repairs. Remedial action by the municipality may be required to reduce the damage to private owners whose property is "frozen" by such designation for any extended period of time.

Survey and Planning

Baltimore was the only city of the 15 studied that paid for project survey and planning from its own budget. The City does, however, include that cost as a portion of the City's share of the total project

cost. By using its own funds for the survey and planning work, Baltimore eliminates the delay that occurs when survey and planning funds are requested from the Housing and Home Finance Agency. Another advantage in not using Federal survey and planning funds is that the municipality makes a financial commitment to the project at its earliest stage. When Federal survey and planning funds are used, no such commitment is made.

In the remaining 14 cities, Federal funds are used for the survey and planning of an urban renewal project. In order to receive these funds, the urban renewal agency prepares a detailed Survey and Planning Application. In cities where the urban renewal agency has a planning section within its own organization, data collection and preparation of the entire Application normally is done by the urban renewal agency itself. In Trenton and Milwaukee, where planning and redevelopment are combined in a development department, the planning division is responsible for the preparation of the entire Survey and Planning Application.

In Cincinnati, Philadelphia, and San Francisco, the urban renewal agency collects planning data for the Survey and Planning Application from the planning agency. In Detroit and Pittsburgh, the urban renewal agency assigns the planning agency the task of preparing various sections of the Application.

The Urban Renewal Area section and the Rehabilitation and Conservation section of the Application require data normally available from the planning agency. The Urban Renewal Area section requires the following: (1) maps showing the physical boundaries of the project, the city, the central business district, other urban renewal projects, major thoroughfares, railroads, industrial districts, and other blighted areas,

(2) a land use map of the project area, and (3) statements regarding potential flooding conditions and soil characteristics.²² The Rehabilitation and Conservation section requires a statement that properties acquired for demolition are not feasible for rehabilitation and evidence that properties designated for either rehabilitation or conservation will not adversely affect proposed reuse in the project area.²³

Since the planning agency normally has the data required for these sections, it is often a duplication of effort for the urban renewal agency to collect such information independently. The urban renewal agency should use the talents and resources of the planning agency for the collection of these data.

Project Planning

After the project area has been selected and funds are available for survey and planning work, detailed project planning may begin. The project planning phases of an urban renewal project involve collecting the data necessary to prepare the Application for Loan and Grant. This application must be prepared in order to secure the funds necessary to implement redevelopment under Title I of the Housing Act of 1949, as amended.

Part I of the Application contains a project area report, an urban renewal plan, a report on project proposals, a land acquisition and land disposal report, a relocation report, a report on minority group considerations, a project improvements report, and a project financing report.²⁴ Part II of the Application contains the following:

1. a resolution by the governing body adopting the urban renewal

plan and approving the feasibility of proposed relocation procedures;

2. an executed agreement between the local public agency and the Housing and Home Finance Agency regarding the provision of funds for the execution of the urban renewal project;

3. an affidavit attesting to the fact that public notice had been given of the date of public hearings on the project; and

4. agreements regarding land to be used for public or nonprofit use.²⁵

In all of the 15 cities studied, the urban renewal agency had overall responsibility for the preparation of the entire Application for Loan and Grant. The planning agency participated in the preparation of Part I of the Application.

In Trenton, the Planning Division of the development department prepares the entire Part I document with assistance from the Redevelopment Division. Trenton's planning agency has developed the necessary expertise to prepare this application. However, where the urban renewal agency and the planning agency are separate agencies or departments, it is recommended that the planning agency not assume the responsibility for the preparation of urban renewal applications. This is a line agency responsibility which detracts from the time the planning agency can spend on planning activities. Furthermore, the planning agency can have the necessary influence on urban renewal planning without preparing this Application.

The planning agency, however, is especially qualified to assist in the preparation of the following sections of Part I of the Application: the project area report, the urban renewal plan, the report on

project proposals, the project improvements report, and the project financing report.

Project Area Report

The project area report contains a map showing structures, land use characteristics, and property lines for the project area and the land directly adjacent to it. It also contains a detailed summary of the structural conditions of buildings shown on the map.²⁶

Planning agencies normally maintain current information on property lines, land use, and building conditions. Although no planning agencies were found to participate in the preparation of this report, their participation is recommended.

Urban Renewal Plan

The urban renewal plan is the legal document adopted by the municipality to control clearance and redevelopment in the project area. It includes a land use plan and a statement of project proposals. The land use plan contains a map showing proposed land uses in the project area and regulations governing these land uses. The statement of project proposals contains the procedures for redeveloping the project area.²⁷

In Detroit, the entire urban renewal plan is prepared by the planning agency. In Philadelphia, the planning agency does preliminary planning for the urban renewal plan and it reviews and approves the detailed plans prepared by the urban renewal agency. This same procedure is used in Pittsburgh, although in some instances the planning agency prepares the complete plan. In San Francisco, there is no formal arrangement for delegating the responsibility for preparing the urban renewal plan to the planning agency. However, there is close cooperation between the tech-

nical personnel of both agencies during plan preparation.

If the planning agency prepares the entire urban renewal plan as is done in Detroit, the possibility of conflicts with the comprehensive plan is minimized. Moreover, personnel in the planning agency are well qualified to develop and present the data and statements required in the urban renewal plan. However, renewal planning should be considered only one part of the planning program of a city and should not unduly detract from other planning activities.

If, as in Philadelphia, the planning agency develops the basic concepts for a renewal plan, the urban renewal agency can then prepare the detailed plans, including such information as utility locations and street widths. When this is done, the planning agency is not overly involved in renewal planning and yet it influences the redevelopment of the project area adequately.

When the urban renewal agency prepares the urban renewal plan, the planning agency should review it to insure that it is consistent with the comprehensive plan for the city as a whole. Where there is close cooperation between the planning agency and the urban renewal agency, conflicts that arise between the urban renewal plan and the comprehensive plan can be prevented or more easily resolved.

Report on Planning Proposals

The report on planning proposals is a justification of the urban renewal plan. It includes a statement justifying: (1) the proposed reuse of a cleared land, (2) proposed zoning controls, and (3) the proposed modification of existing streets. The statement shows that: (1) new areas will be compatible with contiguous land use, (2) commercial

and community facilities are adequate to serve the neighborhood after renewal, and (3) the project is consistent with the general plan for the community, especially those parts dealing with the municipality's objectives for land use, traffic flow, and public improvements.²⁸

The report on planning proposals and the urban renewal plan are normally prepared by the same agency. When the planning agency prepares this report, it becomes more informed on the various ramifications of an urban renewal project. Consequently, it can better advise the governing body on the relationship between urban renewal proposals and other city development activities.

Project Improvements and Finance Report

In Cincinnati, Philadelphia, Pittsburgh, and San Francisco, the planning agency prepares city-wide capital budget programs and includes urban renewal expenditures in the budget. In these cities, the planning agency and the urban renewal agency cooperate in preparing the Project Improvements and Finance section of the Part I.

The project improvements report contains the following information:

1. a statement that the improvement is of a nature to be eligible for inclusion in the project cost;
2. evidence that the improvements can help the objectives of the urban renewal plan;
3. estimates of the cost of each improvement;
4. a description of any topographic subsoil or flood problem and the proposed solution; and
5. a narration of local design standards for public improve-

ments.²⁹

The finance report presents the total cost of the project, including administrative costs, land acquisition costs (less estimated resale value of the cleared land), and costs of public improvements. The city's share of the project cost is calculated. Public improvements or other expenditures made by the city in the project area or in the planning and administration of the project are counted as a portion of the city's share of the project cost. These contributions by the city are known as "non-cash credits."³⁰

When the planning agency prepares the capital budget and schedules public improvements for the city, it can reschedule public improvements in a project area so they will coincide with the development of an urban renewal project, thus increasing the non-cash credits for a project. The planning agency can also schedule public improvements in renewal areas so that they will not conflict with other city development activities.

Project Execution

The urban renewal agency in all of the cities under study is responsible for supervising the execution phase of the project. Project execution includes: (1) the acquisition of property, (2) the relocation of residents and businesses from buildings to be cleared, (3) the demolition of these buildings, (4) installation of public improvements, and (5) the resale of acquired land and the selection of a developer. During the execution of a renewal project, the planning agency was found to participate in relocation activities and in the selection of a developer.

Relocation

In Milwaukee and Trenton, where the relocation divisions of the development departments handle all the relocation needs for their respective cities, the planning divisions advise the relocation divisions of other proposed redevelopment activities within their respective cities. The Nashville-Davidson County Planning Commission provides the Nashville Housing Authority with similar advice. The object of this advice is to avoid relocating families in areas where they may be again uprooted by other public actions, such as highway development or future urban renewal projects.

Since the planning agency is aware of the adequacy of public facilities in various areas of the city, the location of future public improvements, and the availability of dwelling units, it should recommend potential areas for locating families who have been displaced due to renewal or other redevelopment activities.

Selection of a Developer

In Trenton, Baltimore, Cincinnati, and Detroit, the planning agency was found to participate in the process of selecting private developers for a renewal project. In Trenton, the Director of the Planning Division of the development department attended the negotiations for the resale of project land. He also reviewed site plans submitted by developers and advised the Director of the Development Department regarding the effects of the various proposed site plans on the comprehensive plan for the City. The planning agencies in Baltimore, Cincinnati, and Detroit review site plans for renewal projects submitted by private developers to insure that the plans are consistent with the objectives of the urban renewal

plan.

The planning agency should review site plans submitted by developers to determine whether or not they will advance the objectives of the comprehensive plan for the city. The planning agency should report its findings to both the urban renewal agency and the governing body.

The planning agency can relate urban renewal projects to an overall development plan for a city by including renewal projects in the comprehensive plan. It can also schedule urban renewal expenditures by including anticipated project costs in the long-range capital budget. If the planning agency is authorized to develop preliminary plans for a project area, it can adequately influence the reuse of land in a project area. It can also influence project development if it is authorized to review and comment upon site plans proposed by developers. The planning agency can expedite the preparation of the Survey and Planning Application and the Application for Loan and Grant for a project by assisting the urban renewal agency in the collection of the data required for these applications.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

This study found that Federal and state urban renewal laws grant municipalities much latitude in organizing for urban renewal. These laws also require that a specific area be designated as an urban renewal project area and that the municipality adopt an urban renewal plan. In some states, the planning agency is authorized to review the urban renewal plan and participate in project area selection.

The planning agency participates in the urban renewal program in many ways. It assists in the selection of project areas and in the preparation of the Workable Program. It provides the urban renewal agency with data for the various applications for Federal funds. In some cities, the planning agency prepares the urban renewal plan and in others it reviews plans prepared by the urban renewal agency. An independent planning agency has the freedom to relate renewal programs to the comprehensive plan for the community. However, a planning department can better relate urban renewal activities to the daily activities of the city.

An independent urban renewal agency is in a position to carry out a vigorous and aggressive urban renewal program. An urban renewal department can be effective in relating urban renewal activities to other development activities of the city.

A renewal coordinator and an interagency renewal committee can

coordinate the urban renewal activities of the various departments and agencies involved in urban renewal. The renewal coordinator can better guide day-to-day renewal activities. The interagency committee can be effective in integrating renewal with other development programs.

The municipality can organize for urban renewal to achieve a renewal program that is aggressive and relatively independent from other development activities or one that is balanced and interrelated with other development activities. If the municipality chooses to organize an aggressive program, a renewal coordinator is effective for supervising such a program and an independent agency is effective in carrying it out. If the municipality chooses to develop a balanced program, coordination can be achieved by an interagency renewal committee and planning and redevelopment can be effectively carried out by municipal departments. In developing a local organization for urban renewal, the municipality should consider the character of its local governmental organization, the type of renewal that is necessary, and the pace at which the city wishes to carry it out.

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